

CABINET

Date of Meeting	Tuesday, 21 st September 2021
Report Subject	Capital Programme Monitoring 2021/22 (Month 4)
Cabinet Member	Cabinet Member for Finance, Social Value and Procurement
Report Author	Corporate Finance Manager
Type of Report	Operational

EXECUTIVE SUMMARY

The report summarises changes made to the Capital Programme 2021/22 since it was set in December 2020 to the end of Month 4 (July 2021), along with expenditure to date and projected outturn.

The Capital Programme has seen a net increase in budget of £29.595m during the period which comprises of:-

- Net budget increase in the programme of £14.360m (See Table 2 - Council Fund (CF) £21.975m, Housing Revenue Account (HRA) (£7.615m));
- Introduction of Carry Forward from 2020/21 of £15.635m (CF £15.635m, HRA £0.000m)
- Identified savings at Month 4 (£0.400m) (CF).

Actual expenditure was £25.355m (See Table 3).

Capital receipts received in the first quarter of 2021/22, along with savings identified, total £0.683m. This gives a revised projected surplus in the Capital Programme at Month 4 of £2.795m (from an opening funding position surplus of £2.112m) for the 2021/22 – 2023/24 Capital Programme, prior to the realisation of additional capital receipts and/or other funding sources.

RECOMMENDATIONS

	Cabinet are requested to:
1	Approve the overall report.
2	Approve the carry forward adjustments set out at 1.17.
3	Approve the additional allocations, as set out in 1.20.

REPORT DETAILS

1.00	EXPLAINING THE CAPITAL PROGRAMME MONITORING POSITION – MONTH 4 2021/22																																																																													
1.01	<p>Background</p> <p>The Council approved a Council Fund (CF) Capital Programme of £12.706m for 2021/22 at its meeting on 8th December 2020 and a Housing Revenue Account (HRA) Capital Programme of £34.835m for 2021/22 at its meeting on 16 February, 2021.</p>																																																																													
1.02	For presentational purposes the Capital Programme is shown as a whole, with sub-totals for the Council Fund and HRA. In reality the HRA programme is 'ring fenced' and can only be used for HRA purposes.																																																																													
1.03	<p>Changes since Budget approval</p> <p>Table 1 below sets out how the programme has changed during 2021/22. More detailed cumulative information relating to each Portfolio is provided in Appendix A:-</p> <p>Table 1</p> <table border="1"> <thead> <tr> <th rowspan="2">REVISED PROGRAMME</th> <th>Original Budget 2021/22</th> <th>Carry Forward from 2020/21</th> <th>2021/22 Savings</th> <th>Changes - This Period</th> <th>Revised Budget 2021/22</th> </tr> <tr> <th>£m</th> <th>£m</th> <th>£m</th> <th>£m</th> <th>£m</th> </tr> </thead> <tbody> <tr> <td>People & Resources</td> <td>0.350</td> <td>0.260</td> <td>0.000</td> <td>0.000</td> <td>0.610</td> </tr> <tr> <td>Governance</td> <td>0.422</td> <td>0.505</td> <td>0.000</td> <td>0.004</td> <td>0.931</td> </tr> <tr> <td>Education & Youth</td> <td>5.877</td> <td>7.570</td> <td>0.000</td> <td>2.993</td> <td>16.440</td> </tr> <tr> <td>Social Services</td> <td>1.020</td> <td>0.598</td> <td>0.000</td> <td>1.551</td> <td>3.169</td> </tr> <tr> <td>Planning, Environment & Economy</td> <td>0.168</td> <td>0.850</td> <td>0.000</td> <td>1.162</td> <td>2.180</td> </tr> <tr> <td>Streetscene & Transportation</td> <td>2.015</td> <td>2.527</td> <td>(0.400)</td> <td>14.292</td> <td>18.434</td> </tr> <tr> <td>Strategic Programmes</td> <td>0.550</td> <td>1.425</td> <td>0.000</td> <td>1.200</td> <td>3.175</td> </tr> <tr> <td>Housing & Assets</td> <td>2.304</td> <td>1.900</td> <td>0.000</td> <td>0.773</td> <td>4.977</td> </tr> <tr> <td>Council Fund Total</td> <td>12.706</td> <td>15.635</td> <td>(0.400)</td> <td>21.975</td> <td>49.916</td> </tr> <tr> <td>HRA Total</td> <td>34.835</td> <td>0.000</td> <td>0.000</td> <td>(7.615)</td> <td>27.220</td> </tr> <tr> <td>Programme Total</td> <td>47.541</td> <td>15.635</td> <td>(0.400)</td> <td>14.360</td> <td>77.136</td> </tr> </tbody> </table>	REVISED PROGRAMME	Original Budget 2021/22	Carry Forward from 2020/21	2021/22 Savings	Changes - This Period	Revised Budget 2021/22	£m	£m	£m	£m	£m	People & Resources	0.350	0.260	0.000	0.000	0.610	Governance	0.422	0.505	0.000	0.004	0.931	Education & Youth	5.877	7.570	0.000	2.993	16.440	Social Services	1.020	0.598	0.000	1.551	3.169	Planning, Environment & Economy	0.168	0.850	0.000	1.162	2.180	Streetscene & Transportation	2.015	2.527	(0.400)	14.292	18.434	Strategic Programmes	0.550	1.425	0.000	1.200	3.175	Housing & Assets	2.304	1.900	0.000	0.773	4.977	Council Fund Total	12.706	15.635	(0.400)	21.975	49.916	HRA Total	34.835	0.000	0.000	(7.615)	27.220	Programme Total	47.541	15.635	(0.400)	14.360	77.136
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1.04	<p>Carry Forward from 2020/21</p> <p>Carry forward sums from 2020/21 to 2021/22, totalling £15.635m (CF £15.635m, HRA £0.000m), were approved as a result of the quarterly monitoring reports presented to Cabinet during 2020/21.</p>																																																																																	
1.05	<p>Changes during this period</p> <p>Funding changes during this period have resulted in a net increase in the programme total of £14.360m (CF £21.975m, HRA (£7.615m)). A summary of the changes, detailing major items, is shown in Table 2 below:-</p> <p>Table 2</p> <table border="1" data-bbox="336 629 1370 1608"> <thead> <tr> <th colspan="3" style="text-align: center;">CHANGES DURING THIS PERIOD</th> </tr> <tr> <th></th> <th style="text-align: center;">Para</th> <th style="text-align: center;">£m</th> </tr> </thead> <tbody> <tr> <td colspan="3"><u>COUNCIL FUND</u></td> </tr> <tr> <td colspan="3">Increases</td> </tr> <tr> <td>Transportation Grants</td> <td style="text-align: center;">1.06</td> <td style="text-align: right;">11.127</td> </tr> <tr> <td>Waste Services</td> <td style="text-align: center;">1.07</td> <td style="text-align: right;">2.216</td> </tr> <tr> <td>Children's Services</td> <td style="text-align: center;">1.08</td> <td style="text-align: right;">1.551</td> </tr> <tr> <td>School Modernisation</td> <td style="text-align: center;">1.09</td> <td style="text-align: right;">1.504</td> </tr> <tr> <td>Primary Schools</td> <td style="text-align: center;">1.09</td> <td style="text-align: right;">1.230</td> </tr> <tr> <td>Theatr Clwyd</td> <td style="text-align: center;">1.10</td> <td style="text-align: right;">1.200</td> </tr> <tr> <td>Highways</td> <td style="text-align: center;">1.11</td> <td style="text-align: right;">0.949</td> </tr> <tr> <td>Energy Services</td> <td style="text-align: center;">1.12</td> <td style="text-align: right;">0.711</td> </tr> <tr> <td>Other Aggregate Increases</td> <td></td> <td style="text-align: right;">1.487</td> </tr> <tr> <td></td> <td></td> <td style="text-align: right;">21.975</td> </tr> <tr> <td colspan="3">Decreases</td> </tr> <tr> <td>Other Aggregate Decreases</td> <td></td> <td style="text-align: right;">0.000</td> </tr> <tr> <td></td> <td></td> <td style="text-align: right;">0.000</td> </tr> <tr> <td>Total</td> <td></td> <td style="text-align: right;">21.975</td> </tr> <tr> <td colspan="3"><u>HRA</u></td> </tr> <tr> <td colspan="3">Increases</td> </tr> <tr> <td>Other Aggregate Increases</td> <td></td> <td style="text-align: right;">0.000</td> </tr> <tr> <td></td> <td></td> <td style="text-align: right;">0.000</td> </tr> <tr> <td colspan="3">Decreases</td> </tr> <tr> <td>SHARP</td> <td style="text-align: center;">1.13</td> <td style="text-align: right;">(7.351)</td> </tr> <tr> <td>Other Aggregate Decreases</td> <td></td> <td style="text-align: right;">(0.264)</td> </tr> <tr> <td></td> <td></td> <td style="text-align: right;">(7.615)</td> </tr> <tr> <td>Total</td> <td></td> <td style="text-align: right;">(7.615)</td> </tr> </tbody> </table>	CHANGES DURING THIS PERIOD				Para	£m	<u>COUNCIL FUND</u>			Increases			Transportation Grants	1.06	11.127	Waste Services	1.07	2.216	Children's Services	1.08	1.551	School Modernisation	1.09	1.504	Primary Schools	1.09	1.230	Theatr Clwyd	1.10	1.200	Highways	1.11	0.949	Energy Services	1.12	0.711	Other Aggregate Increases		1.487			21.975	Decreases			Other Aggregate Decreases		0.000			0.000	Total		21.975	<u>HRA</u>			Increases			Other Aggregate Increases		0.000			0.000	Decreases			SHARP	1.13	(7.351)	Other Aggregate Decreases		(0.264)			(7.615)	Total		(7.615)
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1.06	<p>It is usual in the early part of the financial year to receive notification of funding allocations that were not available at budget setting time. This is the case with the Local Transport, Active Travel, Road Safety and Safe Routes grants from Welsh Government (WG). These grants will provide a range of transportation schemes across the County.</p>																																																																																	
1.07	<p>In addition to the above, WG funding has been introduced for improvement works at Standard Yard and Greenfield Waste Transfer Stations, along with funding to purchase two electric waste vehicles.</p>																																																																																	

1.08	There has also been an introduction of grant funding from WG relating to the refurbishment of properties to develop in house residential care provision for children.
1.09	Introduction of grant funding from WG relating to school extension and improvement works at Ysgol Glanrafon, Mold and school modernisation programme at the Queensferry Campus.
1.10	Introduction of grant funding for the redevelopment of Theatr Clwyd. The grant is for the final design and technical stage of the project, before the commencement of construction.
1.11	Introduction of the Highways Refurbishment grant from WG, which will support the Council's core funding allocation of £0.600m for the Highway Asset Management Plan.
1.12	Introduction of prudential borrowing for the Solar Farm scheme in Connah's Quay.
1.13	Re-profiling of prudential borrowing for the Strategic Housing and Regeneration Programme (SHARP), due to delays in the number of schemes programmed in for this financial year.
1.14	<p>Capital Expenditure compared to Budget</p> <p>Expenditure as at Month 4, across the whole of the Capital Programme was £25.355m. The breakdown of expenditure is analysed in Table 3, along with the percentage spend against budget.</p> <p>This shows that 32.87% of the budget has been spent (CF 37.22%, HRA 24.89%). Corresponding figures for Month 4 2020/21 were 11.91% (CF 9.10%, HRA 22.02%).</p>
1.15	The table also shows a projected underspend (pending carry forward and other adjustments) of £4.299m on the Council Fund and a break even position on the HRA.

Table 3

EXPENDITURE	Revised Budget	Cumulative Expenditure Month 4	Percentage Spend v Budget	Projected Outturn	Variance Budget v Outturn (Under)/Over
	£m	£m	%	£m	£m
People & Resources	0.610	0.000	0.00	0.610	0.000
Governance	0.931	0.117	12.57	0.836	(0.095)
Education & Youth	16.440	8.369	50.91	16.440	0.000
Social Services	3.169	1.175	37.08	3.169	0.000
Planning, Environment & Economy	2.180	0.609	27.94	1.608	(0.572)
Streetscene & Transportation	18.434	6.241	33.86	16.458	(1.976)
Strategic Programmes	3.175	1.097	34.55	2.216	(0.959)
Housing & Assets	4.977	0.972	19.53	4.280	(0.697)
Council Fund Total	49.916	18.580	37.22	45.617	(4.299)
Disabled Adaptations	0.850	0.163	19.18	0.850	0.000
Energy Schemes	0.510	1.027	201.37	0.960	0.450
Major Works	0.726	0.116	15.98	0.726	0.000
Accelerated Programmes	0.561	0.159	28.34	0.561	0.000
WHQS Improvements	16.530	5.265	31.85	16.080	(0.450)
Modernisation / Improvements	1.342	0.000	0.00	1.342	0.000
SHARP Programme	6.701	0.045	0.67	6.701	0.000
Housing Revenue Account Total	27.220	6.775	24.89	27.220	(0.000)
Programme Total	77.136	25.355	32.87	72.837	(4.299)

1.16 Details of the variances for individual programme areas are listed in Appendix B, which includes the reasons, and remedial actions which may be required, where those variances exceed +/- 10% of the revised budget. In addition, where carry forward into 2022/23 has been identified, this is also included in the narrative.

1.17 **Carry Forward into 2022/23**
During the quarter, carry forward of £4.299m (all CF) has been identified which reflects reviewed spending plans across all programme areas; these amounts can be split into 2 areas, those required to meet the cost of programme works and/or retention payments in 2022/23 and Corporate provision that are allocated as requested and approved.

1.18 The Corporate provision is as follows:-

- Community Asset Transfers - Community groups have a number of years to draw down their funding once approved. These sums are set aside to ensure that funds are available when called upon.

1.19 Information relating to each programme area is contained in Appendix B and summarised in Table 4 below:

Table 4

CARRY FORWARD INTO 2022/23		Month 4 £m
Governance		0.095
Planning, Environment & Economy		0.572
Streetscene & Transportation		1.976
Strategic Programmes		0.959
Housing & Assets		0.697
Council Fund		4.299
TOTAL		4.299

1.20

Additional Allocations

Additional allocations have been identified in the programme in this quarter as follows:

- County Hall kitchen upgrade - £0.070m. Funding required to make changes to the Bistro at County Hall, including new equipment to improve health and safety and access, to support NEWydd service delivery.

This can be funded from within the current 'headroom' provision.

- Disability Discrimination Act (DDA) Adaptations Programme Projects - This is a statutory requirement on Local Authorities to complete adaptations. There is a cost pressure of £0.200m on DDA Projects due to the size of the schemes in 2021/22. It is proposed to underwrite this by bringing forward £0.200m from the 2022/23 programme.

1.21

Savings

The following saving have been identified in the programme in this quarter.

- Greenfield Waste Transfer Station - £0.400m. Following a successful grant application, core funding allocated to developments at Greenfield Waste Transfer Station can be released back into the Capital Programme.

1.22

Funding of 2021/22 Approved Schemes

The position at Month 4 is summarised in Table 5 below for the three year Capital Programme between 2021/22 – 2023/24:-

Table 5

FUNDING OF APPROVED SCHEMES 2021/22 - 2023/24		
	£m	£m
Balance carried forward from 2020/21		(1.968)
Increases		
Shortfall in 2021/22 to 2023/24 Budget	1.317	<u>1.317</u>
Decreases		
Additional GCG - 2021/22 Confirmed	(1.461)	
Actual In year receipts	(0.283)	
Savings	(0.400)	<u>(2.144)</u>
Funding - (Available)/Shortfall		(2.795)

1.23 The final outturn funding surplus from the 2020/21 – 2022/23 Capital Programme was £1.968m.

The 2021/22 – 2023/24 Capital Programme was approved on the 8th December 2020, with a funding deficit of £1.317m. Following the final local government settlement, the Council received additional funding and this resulted in the programme being in a surplus position of £0.144m over the three year period. This surplus carry forward led to an opening funding position surplus of £2.112m.

Capital receipts received in the first quarter of 2021/22, along with savings identified, total £0.683m. This gives a revised projected surplus in the Capital Programme at Month 4 of £2.795m for the 2021/22 – 2023/24 Capital Programme, prior to the realisation of additional capital receipts and/or other funding sources.

1.24 **Investment in County Towns**

At its meeting on 12th December 2017, the Council approved a Notice of Motion relating to the reporting of investment in county towns. The extent and format of the reporting was agreed at the Corporate Resources Overview and Scrutiny Committee on 14th June 2018.

1.25 Table 6 below shows a summary of the 2020/201 actual expenditure, the 2021/22 revised budget and budgets for future years as approved by Council at its meeting of 8th December, 2020. Further detail can be found in Appendix C, including details of the 2021/22 spend to Month 4.

Table 6**INVESTMENT IN COUNTY TOWNS**

	2020/21 Actual £m	2021/22 Revised Budget £m	2022 - 2024 Budget £m
Buckley / Penyffordd	10.157	5.279	3.668
Connah's Quay / Shotton	1.412	2.286	3.442
Flint / Bagillt	2.181	0.738	8.144
Holywell / Caerwys / Mostyn	1.457	8.629	1.359
Mold / Treuddyn / Cilcain	5.655	6.305	6.386
Queensferry / Hawarden / Sealand	5.825	7.647	3.878
Saltney / Broughton / Hope	4.841	4.038	0.000
Unallocated / To Be Confirmed	1.256	3.230	17.676
Total	32.784	38.152	44.553

- 1.26 The inclusion of actuals for 2020/21 and approved schemes for future years allows a slightly fuller picture of investment plans. However, expenditure which has occurred in years' prior to 2020/21 has not be included, and the expenditure and budgets reported should be considered in that context.
- 1.27 There are two significant factors which increase allocations to particular areas, which are homes developed under SHARP, and new or remodelled schools. The impact of these can be seen in the detail shown in Appendix C.
- 1.28 Some expenditure cannot yet be allocated to specific towns as schemes are not yet fully developed or are generic in nature and not easily identifiable to one of the seven areas. As such schemes are identified the expenditure will be allocated to the relevant area.
- 1.29 Information on the split between internal and external funding can be found in Appendix C.
- 1.30 In addition to the information contained in Appendix C, there is also considerable capital expenditure on the HRA Welsh Housing Quality Standard (WHQS), which was originally outside the scope of this analysis. A summary is provided in Table 7 below, albeit using a slightly different catchment area basis.

Table 7

WHQS Programme		
	2020/21 Actual £m	2021/22 Budget £m
Holywell	0.136	4.930
Flint	0.189	3.130
Deeside & Saltney	2.151	2.730
Buckley	3.568	3.630
Mold	1.160	3.030
Connah's Quay & Shotton	0.632	0.877
Total	7.836	18.327

2.00	RESOURCE IMPLICATIONS
2.01	Financial implications - As set out in the body of the report.
2.02	Personnel implications - None directly as a result of this report.

3.00	IMPACT ASSESSMENT AND RISK MANAGEMENT
3.01	<p>The adverse weather during the first quarter of the calendar year caused significant damage to the highway network. Assessments are ongoing but impacts are likely to be numerous and expensive, resulting in a cost pressure to the programme. This will be reported in the second quarter of the financial year once cost certainty is obtained.</p> <p>The impact of the pandemic will continue to be monitored closely during this financial year. Due to the re-profiling of schemes from the 2020/21 and resources available to manage and deliver schemes, the levels of planned expenditure in 2021/21 may be affected, resulting in a high level of carry forward requests to re-phase budgets into the 2022/23 programme.</p> <p>In addition to the above there are currently indications that material supplies, and demand, are being impacted by overseas supply market disruption leading to potential cost increases, higher tender prices and project delays.</p> <p>Grants received will also to be closely monitored to ensure that expenditure is incurred within the terms and conditions of the grant. The capital team will work with project leads to report potential risks of achieving spend within timescales and assist in liaising with the grant provider.</p>

	The Council has a prudent policy of allocating its own capital receipts to fund capital projects only when receipts are actually received rather than when it is anticipated the receipt will be received, and this position continues to be the case. Due to the pandemic there may be a delay in obtaining capital receipts as the timing of these receipts are also subject to market forces outside of the Council's control. In line with current policy no allowance has been made for these receipts in reporting the Council's capital funding position.
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4.00	CONSULTATIONS REQUIRED/CARRIED OUT
4.01	No consultation is required as a direct result of this report.

5.00	APPENDICES
5.01	Appendix A: Capital Programme - Changes during 2021/22
5.02	Appendix B: Variances
5.03	Appendix C: Investment in Towns

6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	Capital Programme monitoring papers 2021/22.

7.00	CONTACT OFFICER DETAILS
7.01	Contact Officer: Chris Taylor, Strategic Finance Manager Telephone: 01352 703309 E-mail: christopher.taylor@flintshire.gov.uk

8.00	GLOSSARY OF TERMS
8.01	Budget Re-profiling: Capital schemes are very dynamic and a number of factors can influence their timing and funding. Budget re-profiling assures that the correct resources are available in the correct accounting period to finance the actual level of expenditure. Capital Expenditure: Expenditure on the acquisition of non-current assets or expenditure which extends the useful life of an existing asset Capital Programme: The Council's financial plan covering capital schemes and expenditure proposals for the current year and a number of future years. It also includes estimates of the capital resources available to finance the programme.

Capital Receipts: Receipts (in excess of £10,000) realised from the disposal of assets.

Carry Forward: Carry forward occurs when schemes due to be completed in a given financial year are delayed until a subsequent year. In this case the relevant funding is carried forward to meet the delayed, contractually committed expenditure.

CERA: Capital Expenditure charged to Revenue Account. The Council is allowed to use its revenue resources to fund capital expenditure. However the opposite is not permissible.

Council Fund (CF): The fund to which all the Council's revenue and capital expenditure is charged.

Housing Revenue Account (HRA): The fund to which all the Council's revenue and capital expenditure relating to its housing stock is charged.

MRA: Major Repairs Allowance. A general capital grant from WG for HRA purposes.

Non-current Asset: A resource controlled (but not necessarily owned) by the Council, from which economic benefits or service potential are expected to flow to the Council for more than 12 months.

Section 106: Monies are received from developers/contractors pursuant to Section 106 of the Town & Country Planning Act 1990. These sums are available for use once the relevant terms of the individual agreement have been met. The monies are most commonly used for educational enhancement, play areas, highways and affordable housing.

Target Hardening: Measures taken to prevent unauthorised access to Council sites.

Unhypothecated Supported Borrowing (USB), commonly referred to as Supported Borrowing - Each year Welsh Government provide Councils with a Supported Borrowing allocation. Councils borrow to fund capital expenditure equivalent to that annual allocation, Welsh Government then include funding to cover the revenue costs associated with the borrowing for future years within the Revenue Support Grant. The Council decides how this funding is spent.

Unsupported (Prudential) Borrowing: Borrowing administered under the Prudential Code, whereby Authorities can set their own policies on acceptable levels and types of borrowing. The Prudential Framework allows Authorities to take out loans in response to overall cash flow forecasts and other factors provided they can show that the borrowing is to meet planned capital expenditure in the current year or the next three years.